Short Course on Local Planning Resource Guide Supplement

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This chapter was developed to share information about planning for infill development for small cities. It is based on presentations by eight speakers[1] that were developed for a special Short Course on Local Planning focused on infill development for small cities. Videos of the presentations are on the <u>*Growth Management Services web site*</u>[2].

A. Infill and the Big Picture

1. What is Infill Development?

Infill development is construction occurring in areas that are already built out. Instead of building in greenfields (areas with no existing development) infill redevelops land and repurposes existing buildings in established urban areas. Infill development happens incrementally, changing the fabric of an existing community over time, unlike creating a new greenfield community that appears all at once.

Infill accommodates growth efficiently by building on vacant or under-utilized land within built-up areas of existing communities where services and infrastructure are already in place. It includes new building or additional unit(s) on a lot and re-use and repurposing of vacant or obsolete buildings. Successful infill energizes and strengthens the existing community. Infill can transform under-performing spaces into vibrant and people-oriented urban places.
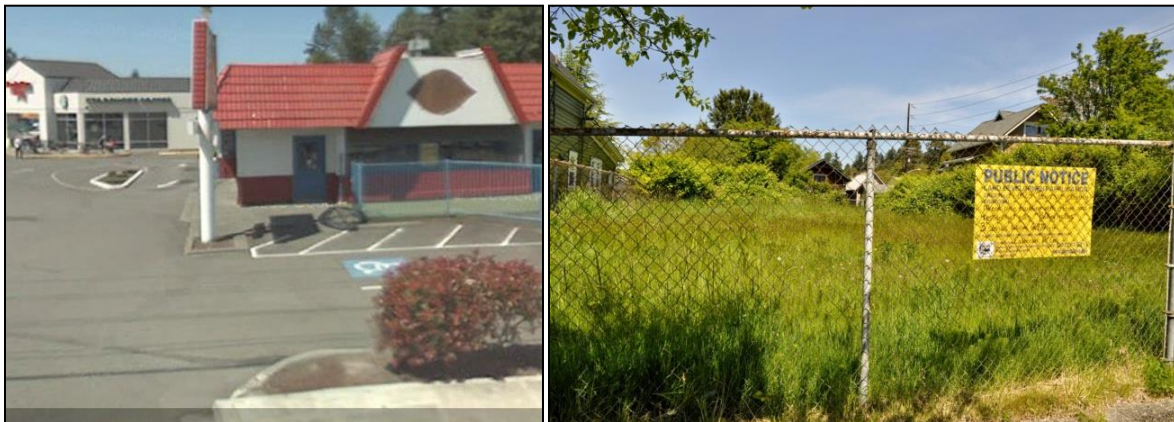
Development opportunities exist on large lots, such as aging shopping malls, or on small lots that are more challenging.

Repurposed old buildings can breathe new life to the adjacent businesses and neighborhoods.

Infill development creates a mix of uses where transit, walking and bicycling are real options.

## 2.   Why Do We Need to Plan for Infill?

Infill is the type of development that most exemplifies contiguous and orderly development. The Washington State Growth Management Act[3] (GMA) requires communities to accommodate population growth through the efficient use of land, infrastructure and resources. Infill is a tool to accommodate future projected population growth[4] while:

- Encouraging development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner;[5]
- Using infrastructure and services efficiently ;[6]
- Reducing pressure on rural and resource lands;[7]
- Minimizing auto-oriented sprawl;[8] and
- Providing more housing with a range of affordable travel choices.[9]

Infill is a valuable tool for any community that wants to be sustainable, even without the guidance of the GMA goals. Infill development reduces a community's per capita environmental footprint and supports broader sustainability goals. It contributes to a mix of land use activities where transit, walking and biking are real options and provide convenient access to services and basic daily needs.

Infill can be a tool for transforming old strip malls into "hip malls" that serve as incubators for small businesses and provide neighborhood-serving commercial opportunities in underperforming spaces.

Horizontal mixed use can create a mix of uses at ground level, residential, commercial and employment uses next to each other in a single development. Vertical mixed-use can include different uses in a single building, such as apartments over ground floor commercial. Where vertical mixed use may too expensive to develop, horizontal mixed uses can provide the intensity and diversity of uses for a cost-effective development.

ANNUAL MILES OF DRIVING
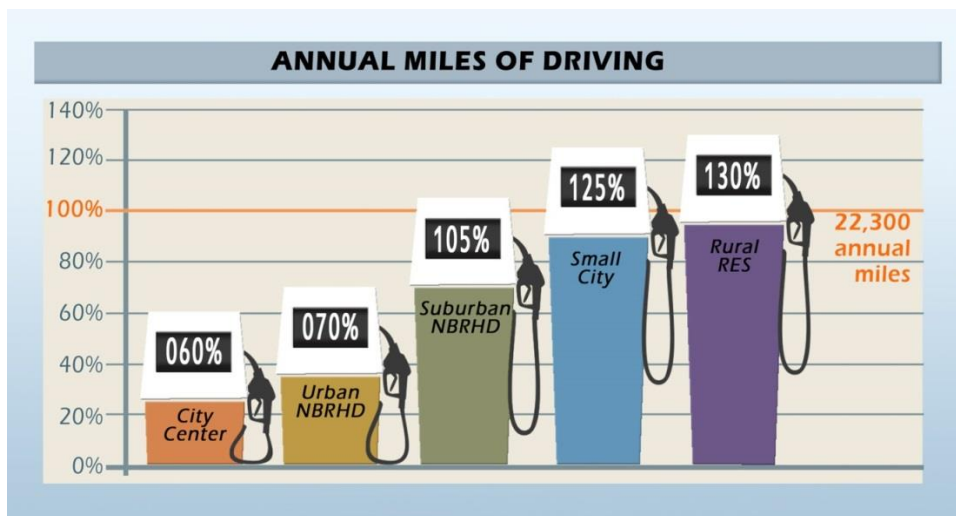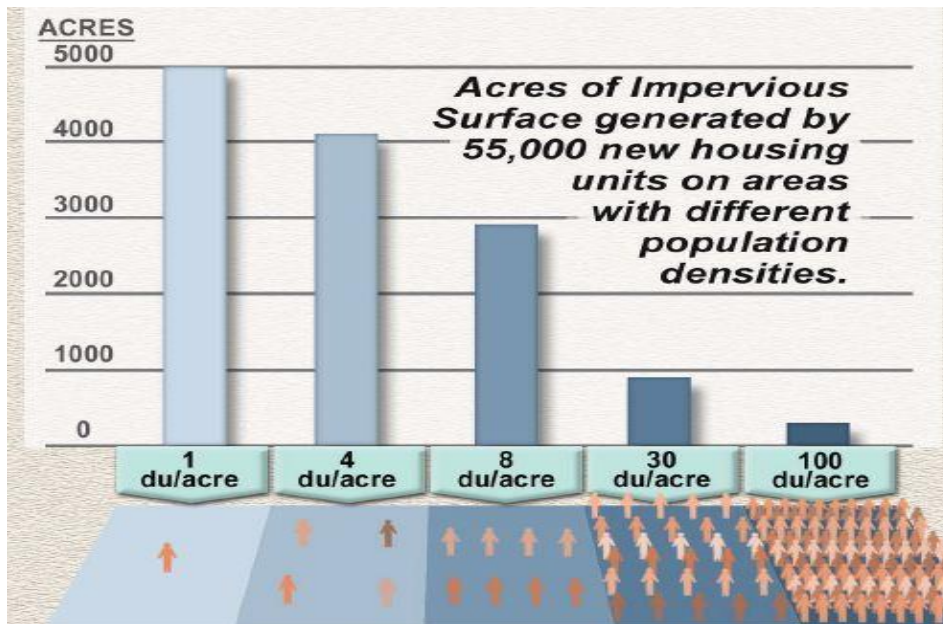
Source: Sustainable Thurston

Greater density of activities generates the highest transit use. Transit works best when it serves established areas of activity instead of extending out to new subdivisions separated from commercial areas and employment centers. Urban infill creates concentrations of activities within a contiguous geographic area. This pattern supports efficient transit service and high ridership. Infill also stimulates increased walking when it results in a diversity of activities located close to each other.
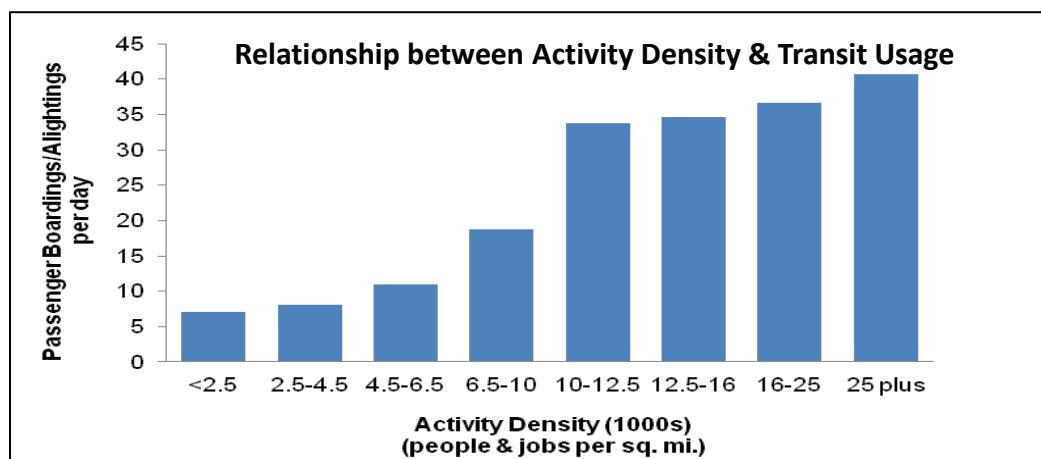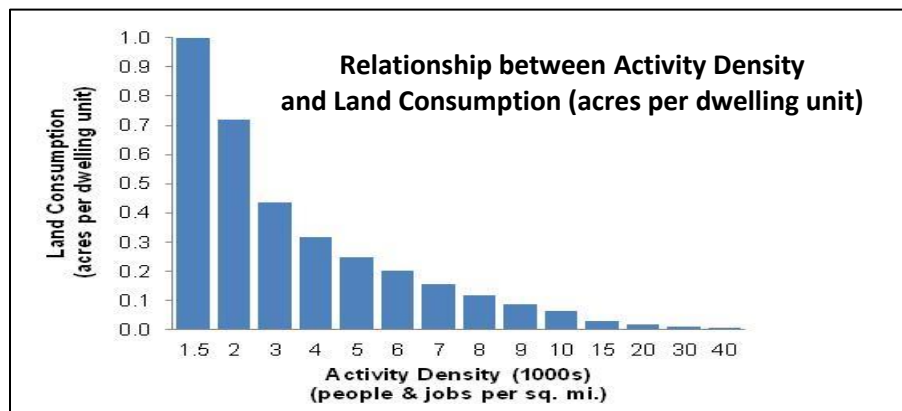

Source: Sustainable Thurston

Urban infill benefits regional water quality by generating less impervious surface area per capita than any other type of development. Often, infill creates no new impervious surface area. Thurston County is expecting 55,000 more housing units over the next 20 to 30 years. Where these units are located determines how much impervious surface and stormwater runoff will be generated.
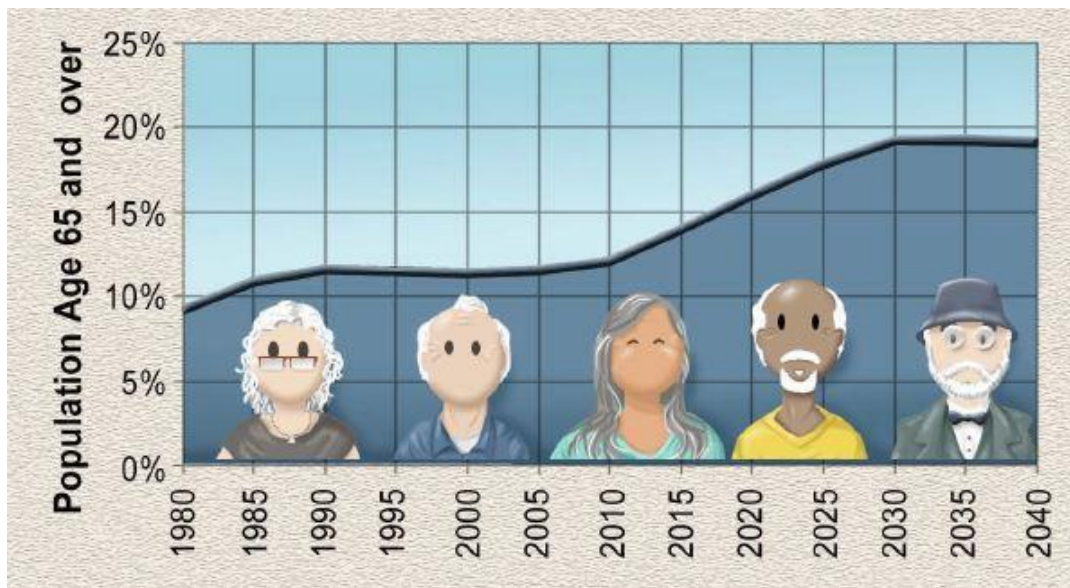
Source: Sustainable Thurston

Urban infill uses land efficiently, filling in voids and renewing the urban fabric in the natural evolution of cities. Focusing development into existing urban areas instead of creating new expanses of urban fabric at the periphery takes pressure off rural lands and minimizes conversion of farmland to housing.

Source: Sustainable Thurston

Housing opportunities and choices are expanded beyond conventional single family detached homes with infill development. Infill creates new attached housing in urban places that meet the needs of empty nesters and baby boomers looking to downsize. It also creates the kind of urban lifestyle opportunities that millennials (the demographic cohort born anywhere from the early 1980's to 2000) are seeking. Despite the focus on the baby boomer generation, the millennials are now the largest segment of our population and demonstrate a strong preference for urban lifestyles over auto-oriented suburban lifestyles.

3.   Challenges to Infill Development

Communities that are successful in promoting infill development must overcome a number of barriers and challenges. Some of the common issues that confound infill are small parcels of land or the need to assemble several parcels for a project; obtaining financing; funding upgrades to outdated infrastructure; inflexible development regulations; building codes best suited to traditional suburban development; clean-up of contaminated soils; and community resistance. Each of these can undermine the financial feasibility of any infill project. Strategic thinking on the part of the developer and the community is needed to overcome these hurdles.

Land Assembly
Infill development occurs where the lay of the land has already been set. The land has already been divided into parcels, which in urban areas may be quite small. Assembling a large enough parcel of land from numerous small lots can be a challenge. Larger parcels are not always necessary, but small parcels of land reduce economies of scale, resulting in higher costs per unit that may render a proposal infeasible. Larger parcels will have a higher cost of land aggregation that may or may not be offset by the resulting economies of scale.

Construction Financing
The collapse of the savings and loan industry in the late 1980s resulted in changes to real estate financing that tends to favor suburban development more so than infill development. This is further complicated when a developer must obtain both commercial and residential financing – each with specific lending terms and risk factors – to build a mixed-use project. Small communities, especially those outside of major metropolitan regions, may not have a

demonstrated market for urban infill. Lack of a proven market increases financial risk and uncertainty for the investor and makes it harder for developers to obtain financing to build an infill project.

Upgrading Infrastructure
Established urban areas with the potential for infill usually have some outdated and aging infrastructure. Communities often require developers to shoulder the cost of required retrofits and upgrades to current standards as a condition of development approval. For example, developers may be asked to upgrade old water and wastewater systems to meet new discharge requirements, or to rebuild the street edge to comply with modern standards. Retrofitting outdated infrastructure is costly, and can defeat an otherwise desirable infill project. The ability of local governments to participate in cost-sharing arrangements to accomplish these retrofits is limited due to decreasing availability of grant and loan funds from the state, or from the federal government.

Regulatory Barriers
Often the zoning and building codes used to regulate development are well suited to traditional, greenfield suburban development but they are a barrier to infill and redevelopment. Other times, communities have updated the codes to better accommodate infill but they were done without input from market analyses, and the resulting requirements undermine the financial feasibility of projects in small markets. Many small cities lack experience with innovative urban development products. This results in delays in the review and permitting process that increase costs and create regulatory unpredictability for developers. Also, existing parking standards are generally suited for auto-oriented uses and can kill infill projects that may need much less parking in an area with good transit service and a variety of uses.

Environmental Compliance
Environmental laws can make it more difficult for development and redevelopment in urban areas. Many developers find it increasingly difficult to comply with new stormwater requirements of the Clean Water Act, which is easier to comply with in undeveloped areas. Stormwater retrofits in an urban area can add significant cost to a project and reduce the amount of developable land on a site, rendering the overall project financially infeasible. Also, many redevelopment sites are brownfields that require contaminated soils cleanup. Sometimes the extent of the contamination is not known until work gets underway. Demolition or retrofit of old buildings may require special disposal of waste containing asbestos and lead paint.

Community Resistance
Opposition to change in existing neighborhoods and established places is nearly universal. Communities find it easier to come together around a vision of compact, walkable places with a range of travel choices and a lighter environmental impact than to actually carry out what is needed to achieve that vision. It is challenging to get the kind of widespread political commitment needed to implement the "urban" component of adopted visions in the face of neighborhood opposition. When confronted with the inevitable opposition,

elected officials and staff in small cities often don't have the familiarity and experience with urban design principles and market analytics to adequately explain how proposed infill projects can enhance an area. Often, in an effort to control what is built and protect existing neighborhoods from any change that may occur with infill, cities will over-prescribe details that undercut financial feasibility.

With these types of restraints, can plans for infill development be realized? The following sections address what recourse and tools are available to increase the attractiveness of infill investments to developers and create vibrant compact communities.

B.   Regulatory Tools

1. A GMA Framework for Infill Development

As with any planning effort, a community must first define its future. A plan must start with a vision – an articulation of the community's values, preferences and priorities for its desired future. Visions are described with words and images, and embodied in comprehensive plans and subarea plans, the policy foundation for regulatory tools.

Under the Growth Management Act (GMA), regulations government development must carry out the policies of the comprehensive plan or sub-area plans. Each project permitted under the regulations is an incremental implementation of that vision put forth by the community, driven by policies and regulations. Many projects are shaped by regulations and informed by capital facilities budgets. But the driver behind those projects is the community vision articulated at the beginning of the planning process.

There are a number of GMA provisions pertaining to regulatory tools that can support infill development. The GMA states that "[a] comprehensive plan should provide for innovative land use management techniques."[10] Regulatory tools like form-based codes, hybrid codes, and design review processes are encouraged as a way to help implement the vision and plan.

"**Reasonable Measures**" are required in six of the fastest growing counties in Western Washington to assure that growth targets are met.[11] The six counties and their associated cities must identify reasonable measures, other than adjusting urban growth areas that will be taken to comply with the GMA requirement to accommodate future population growth. The City of Everett adopted a *Potential Residential Infill Measures Report* . Building on research of urban infill best practices, the City identified 20 potential infill measures that could directly or indirectly support the City in achieving increased density urban infill development.

Local governments are authorized by the GMA to adopt subarea plans as an optional plan element.[12] Subarea plans are a key link between a city's vision, the city-wide policies to implement that vision, and what happens in a specific part of the community. Subarea plans can be for a corridor or a district – providing context for what is important and tailoring the vision and regulatory tools to the specific needs of that place.

Corridor Subarea Plan – Aurora Ave in Shoreline

Sub-area plans get into details such as how land use in that area relates to the right-of-way. For example, different public rights of way play different roles depending on the context of the sub-area. Some areas may focus on how bus rapid transit services and local streets provide access to storefronts and residential neighborhoods. Other plans may focus on controlling access to high capacity streets, and assuring safe and manageable crossings.

2. The Legal Basis for Urban Design

Design requirements are key to ensuring that redevelopment in urban areas is attractive and fits with the character of the existing neighborhood. Design review requirements must comply with constitutional and state legal requirements. Effective design requirements and review process also provide certainty to the developer.

All land use plans and regulations must meet requirements for constitutional due process, including procedural and substantive due process. Procedural due process is the right to

know about proposed changes and the opportunity to be heard before they are adopted. Substantive due process requires that the rules are reasonable and appropriate, not vague, and have a reasonable connection to the project's impact on the built and natural environment.
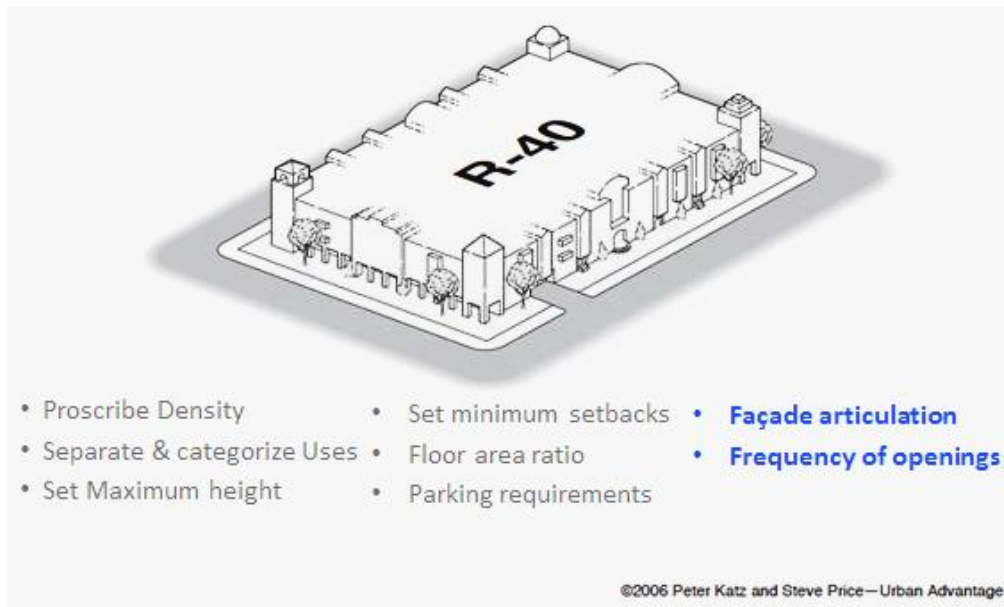
The legal basis for urban design regulations in Washington State is in case law. In the case of *Anderson v. Issaquah[13]*, a developer could not tell from reviewing the City's design standards whether his project could be approved by the design review board. The Washington Court of Appeals ruled that aesthetic considerations are "an appropriate component of land use governance." However, it found Issaquah's design review process unconstitutional because it relied on subjective and vague terms like "harmonious" and "attractive". This vagueness was found to violate the developer's due process rights. To avoid this problem a city's design standards and review processes must be clear and unambiguous. Wherever possible, use photographs, diagrams, or sketches to clearly illustrate design standards.
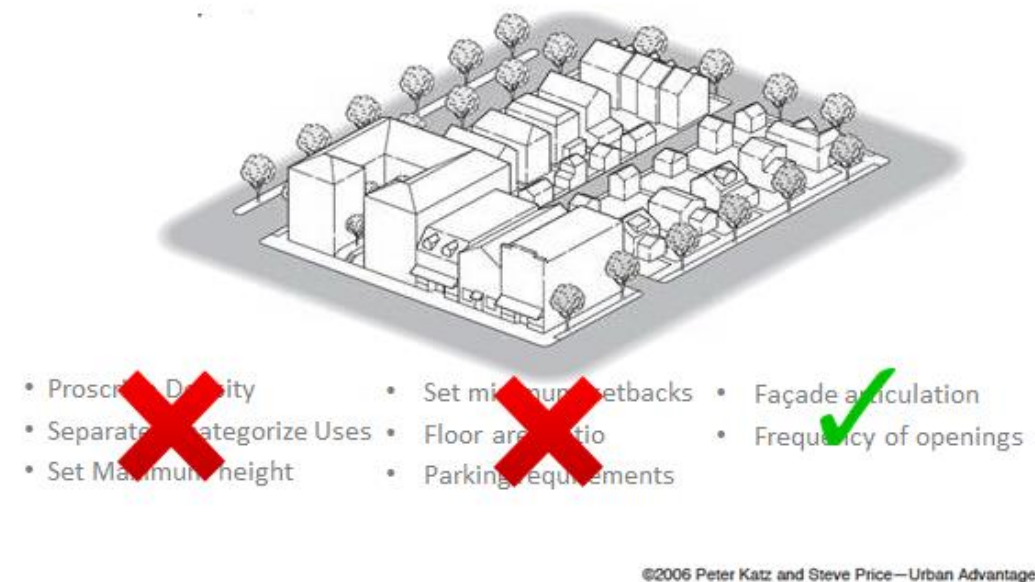

3. Urban Design Tools and Regulations

Traditional zoning in the United States is based on the Euclid decision[14] – zoning is constitutional within limits. Traditional "Euclidean" zoning focuses on the separation of unlike uses, height and lot area. Euclid separates and categorizes uses but it falls short when someone comes in and wants to build a use not listed on the chart. Euclidean zoning regulates by:
- Proscribing density
- Separating and categorizing uses
- Setting maximum height
- Setting minimum Setbacks
- Providing for floor area ratio (optional)
- Setting minimum parking requirements

Many jurisdictions overlay zoning with design guidelines, such as façade articulation and frequency of doors and windows.

- Proscribe Density
- Separate & categorize Uses
- Set Maximum height
- Set minimum setbacks
- Floor area ratio
- Parking requirements
- **Façade articulation**
- **Frequency of openings**

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Form-based code and hybrid form-based code (combination of form based and traditional zoning) are different than traditional zoning in that they promote desired community character by focusing on design and scale more so than uses. They emphasize the intersection of the public and private realms, a key element in place making.

- Proscribe Density
- Separate & categorize Uses
- Set Maximum height
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- Floor area ratio
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Form-based codes don't prescribe density or categorize uses, but do address urban form, street types, and building types. They are very detailed and prescriptive. A regulating plan for a block typically defines the allowed building orientation, shape and mass. A form based code addresses the relationship between the street and the buildings, rather than treating them separately under traditional zoning codes.

Subzones may vary in their prescription of size, scale and setback. A number of hybrid form-based codes have been adopted in Washington. Hybrid form-based codes are more prescriptive than traditional Euclidian zoning codes but not as prescriptive as a pure form based code. They provide design standards with options tailored to the specific needs of the area.

The City of Shoreline's code makes it certain and easy for a developer to make an investment. The City adopted a subarea plan to implement its vision. The development regulations address form and character; the market decides the details of use, density and timing. The City developed a single land use chart clearly identifying what is permitted and what is prohibited. This approach helps to balance certainty and flexibility to attract investment.

Shoreline Town Center Hybrid Form-based Land Use Code

General Land Use Category	Specific uses listed in Table	TC-1 Aurora SW	TC-2 Aurora	TC-3 Midvale /Firlands	TC-4 Stone Ave Res
Detached Single Family	20.40.120				
Duplex, Apt, Single Family Attached	20.40.120				
Group Residences	20.40.120				
Lodging	20.40.120	PERMITTED USES			
Health Facility	20.40.140				
Government Facility	20.40.140				
Automotive fueling and service Stations	20.40.130				
Retail, Eating, and Drinking	20.40.130				
Personal and Business Services	20.40.130				
Vehicle Sales, Leasing, and Service(2)	20.40.130				
Gambling Uses					
Wrecking Yards		PROHIBITED USES			
Industrial Uses					
Adult Use Facility					

The City of Shoreline's code provides clear and graphic illustrations of building and site requirements.

4. Planning for Parking

Parking for mixed-use development should be right-sized. New buildings often require significant parking. This can be difficult in established areas because a parking lot tends to take up much of the land, and building structured parking is very expensive. Reduced parking standards for mixed use development may be possible when opportunities for walking, biking and transit reduce the need for driving. On-street parking can create a "safety zone" between moving lanes and sidewalks and calms through traffic. Where wide right of ways allow, angle parking can be used on storefront and mixed use frontages.

Communities may be able to replace site-based parking requirements with sector-based parking that takes advantage of adjacent or shared parking opportunities. This creates a more contiguous pattern of buildings and pedestrian traffic on the street frontage by reducing the area devoted to surface parking. District parking can also provide economies of scale for structured parking. For example, the City of Kirkland built a city parking garage under the library financed in part with fee-in-lieu funds from developers.



City of Kirkland Library and Public Garage

5. Managing Stormwater

The GMA and the Clean Water Act are broadly compatible. Reducing our dependence on cars, roads and parking areas also reduces stormwater impacts. "Compact-style development, with a smaller footprint, reduced impervious surfaces, natural areas within the urban core, and improved water detention can help local communities meet the Growth Management Act's goals of accommodating growth while protecting the environment."[15]

Managing stormwater in urban areas is a challenge in western Washington. The municipal stormwater permit for western Washington requires that new development and redevelopment release water at the same rate as under forested conditions in most areas. As you can imagine, it is difficult for a city meet both the GMA duty to accommodate compact urban development and meet these flow requirements for new development and redevelopment.

There are some exceptions to the flow control standard for certain urban areas in western Washington. Certain areas that were largely developed (defined as more than forty percent of the area was impervious) by 1985 have a modified standard. In these areas, (identified in dark or red in the map) stormwater high flow durations after re-development must match 1985 durations.

Some cities in basins that do not qualify for the 40% standard have addressed flow control requirements by building regional facilities in urban centers that manage stormwater for the development downstream and off site, allowing more efficient use of land in the urban core for development.
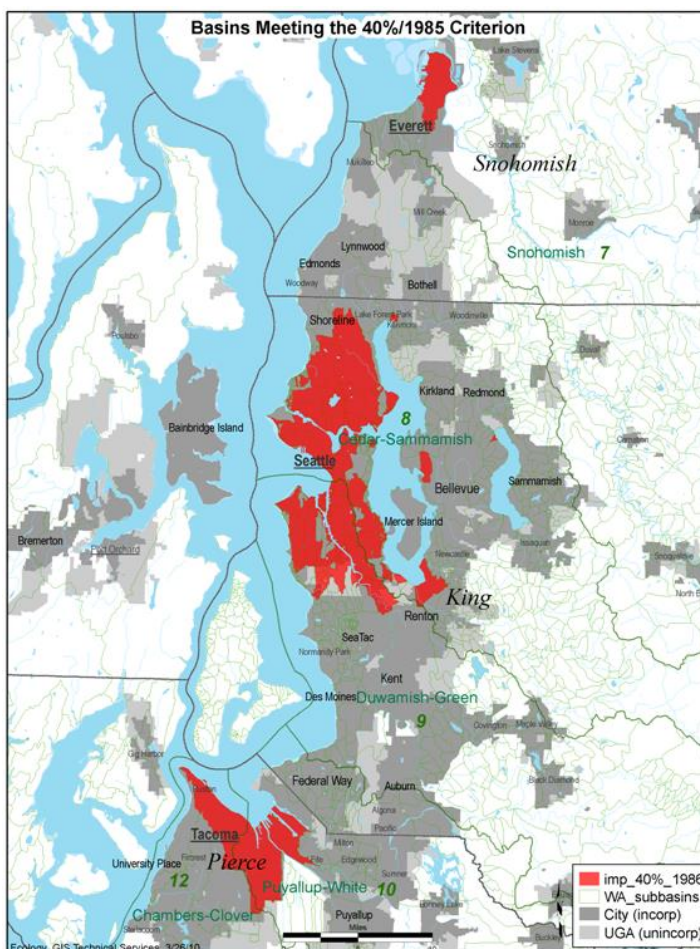

The City of Redmond developed and adopted a watershed management plan[16] that allows the City to build stormwater facilities in another part of the City, carefully decoupling stormwater management from the site. The City will allow the developer to pay into the off-site facility in lieu of managing the difference between existing flow and the flow control standard of forested conditions as required by the municipal permit.

6. Visualization Tools to Engage the Public in Placemaking

There are a number of tools available to engage the public in developing a vision for their community. They include:

- Aerial perspectives can give context and show the setting for urban infill. Google Earth provides three dimensional (3-D) aerial photographs at www.google.com/earth that can be used to inform citizens about their community.

- 3-D modeling provides examples of what proposed infill development would look like, including design guidelines. Two web sites (www.sketchup.com; www.Sketchupartists.org) allow you to download programs and create models, includes building shadows during certain times of day.

- Visual preference surveys can engage citizens at a public meeting by showing photographs of design alternatives and encouraging the audience to select their favorite. Some digital systems allow immediate feedback from the audience. www.planningtoolexchange.org/tool/visual-preference-surveys

- Neighborhood walkabouts allow participants to look at and discuss what exists on the ground, and can put plans and policies in context. Planners can talk to people they encounter and ask them what they think about what is being considered. http://www.walklive.org

- Design charrettes can engage the public in an interactive exercise to help them develop a vision. http://www.charretteinstitute.org
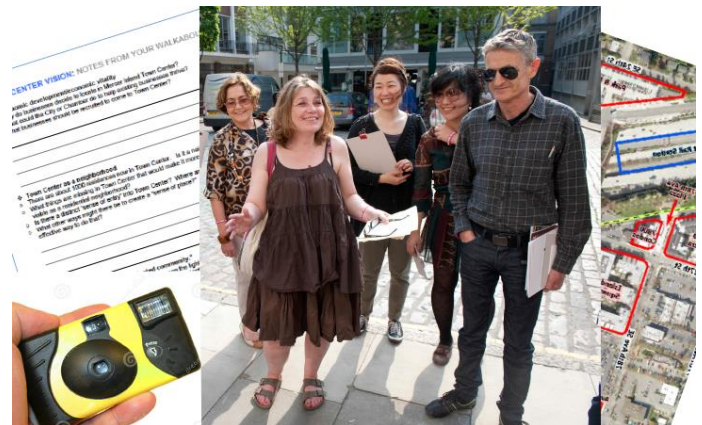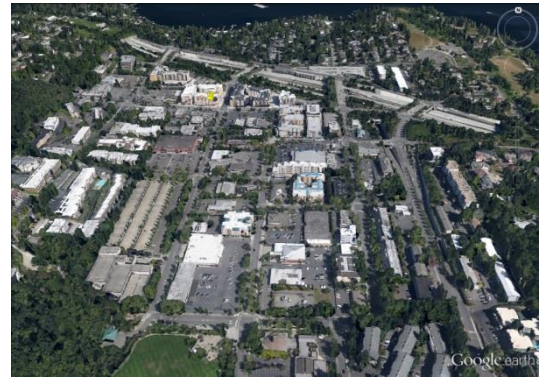
Successful infill development, like city-building itself, is about context and character – in short, placemaking. Uses evolve and change over time in a healthy and thriving city, but a strong sense of place lasts. This is what attracts residents, customers, businesses and investors. Regulatory and other infill tools should be applied with the qualities of the place in mind.

C.   Infrastructure Funding and Developer Incentives

How does a city operationalize and implement the vision? The two main challenges to infill are the cost to upgrade aging and deficient infrastructure and redevelopment economics.

1.   Infrastructure Funding

Redevelopment often requires significant upgrading or replacement of old infrastructure to meet new standards. These standards are often higher than comparable infrastructure in a more traditional suburban or low density development because more intense levels of development require more infrastructure.   Many older cities face sizeable investments to upgrade existing infrastructure to support more vibrant urban areas. This becomes a real challenge for smaller cities with limited financial resources.

Note that "funding" and "financing" are two different things. Funding is revenue; financing is the mechanism by which the cost of a project is paid. For example, for a city, property tax is funding while bonding is a financing mechanism.

Paying for infrastructure is hard for any city regardless of its size. Communities are spending less as a share of what they need for infrastructure.

Total Public Spending for Transportation and Water Infrastructure in Constant Dollars and as a Share of GDP, 1956 to 2007
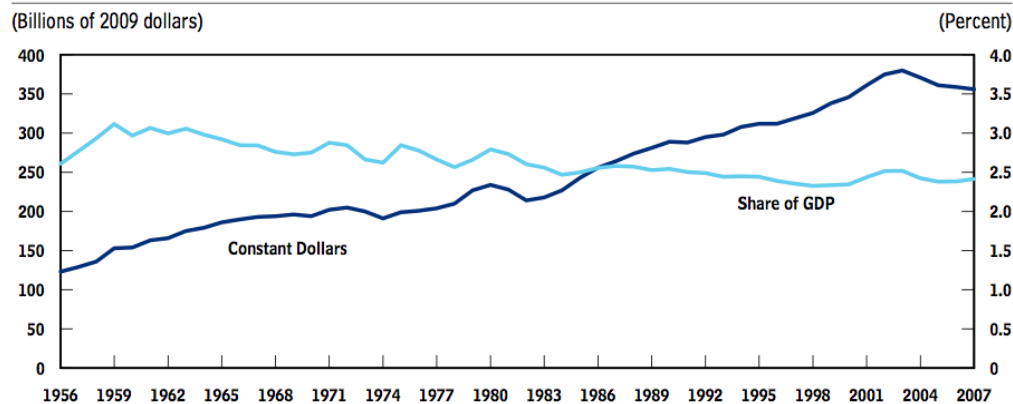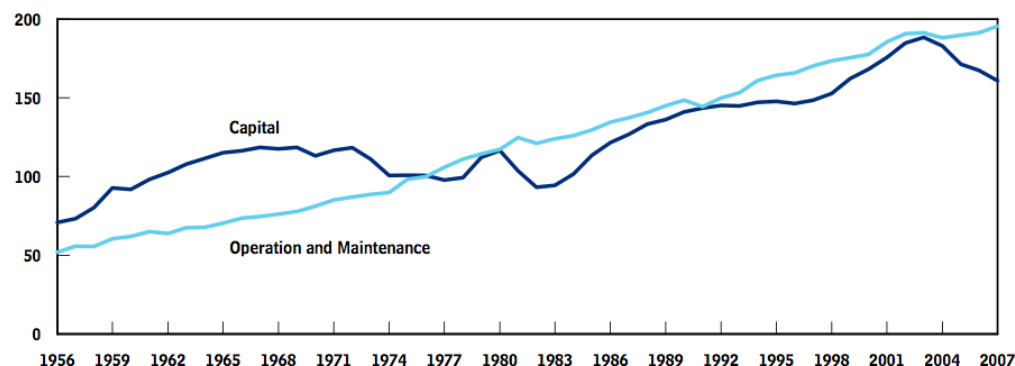
Source: Congressional Budget Office.

Also, it costs more to build infrastructure today than it did in the past. Environmental and design standards are higher today than they were when much of the older, existing infrastructure was built.   It is harder to do projects on a per unit basis than it was in the 1950s.   Not only is there the cost of building the physical infrastructure, it must be maintained and operated over time. All of this forces cities to grow more efficient and get more out of what they have.

16

Total Public Spending for Transportation and Water Infrastructure: Expenditures for Capital and Related Operation and Maintenance, 1956 to 2007

(Billions of 2009 dollars)

Source: Congressional Budget Office.

While in decades past there was a prominent role for state and federal funding of projects, local governments are increasingly responsible for funding their own infrastructure. Fewer federal and state funds are available. What federal and state funds are available are typically awarded on a competitive basis which makes it hard to develop a predictable multi-year funding plan, they come with more strings and process requirements attached, they often have a cap on how much can be awarded or how often, and they usually require a local match. Local funds are an important asset for attracting infill development.

With development impact mitigation strategies tending to be project specific, and the constraints on use of federal and state funds, how can cities generate more local funds for non-project infrastructure to support infill development? Cities have dedicated or expanded existing sources of revenue through the general fund. Some cities have raised utility taxes and dedicated them for infrastructure projects.

In addition to traditional methods, cities are increasingly turning to alternative tools. Some of these tools reflect efforts to capture increased increments of value as properties improve, with mixed success.

- Various versions of **tax increment financing** (TIF)[17] have been enacted by the Legislature – Local Infrastructure Finance Tool, Local Revitalization Financing, Community Revitalization Financing, Hospital Benefit Zone Financing and the Landscape Conservation and Local Infrastructure Program (a marriage of TIF and transfer of development rights (TDR) that has been adopted by the City of Seattle, but is still untested)[18]. Most of these financing tools require state funding support which is not consistently available.

- **Local Improvement Districts** (LIDs) finance the improvement by tapping into the potential increase in private property values adjacent to the project. LIDs can very challenging to assemble and execute.

- **Community Facility Districts** are a form of local improvement district on a very large scale, such as a big subarea development. To date, only one municipality has taken advantage of this tool. The City of Redmond adopted a community facility district to allow Microsoft to partner with Redmond and Sound Transit in funding the redevelopment of the Overlake Transit Center. Overlake Transit Center is the end of the planned light rail extension from Seattle to the east side of Lake Washington.

- **Transportation Benefit Districts** (TBD) are quasi-municipal corporations with independent taxing authority, including the authority to impose property taxes, impact fees, license fees and sales taxes for transportation purposes. The license fee is the most common TBD revenue. It is paid when vehicle owners renew their license tabs every year. Up to $20 / vehicle can be imposed without a vote of the people. This is an increasingly popular transportation funding mechanism, particularly for cities, which do not have a separate road taxing district like counties.

The bottom line is that municipal infrastructure is expensive and usually costs more than cities have to spend. In making decisions about how to fund infrastructure, cities have to balance issues of equity and fiscal prudence with community goals such as economic development, quality of life and affordable housing.

2. Incentives for Developers

These days, most public infrastructure needed to accommodate growth is funded and financed through impact mitigations imposed on a developer through the powers of government. This is a primary financing tool for infrastructure upgrades needed to support infill.

Incentives for developers such as increased density are another tool for providing local infrastructure or amenities. Developer incentives promote infill, which in turn helps finance existing infrastructure upgrades through impact mitigations. Thus, the more a city can incent the kind of development it wants, the more it can leverage infrastructure investment.

The financial feasibility of a project for a developer is based on *residual land value*. Residual land value is what remains after all costs of development are incurred. Residual land value must be positive in order for the project to be financially feasible. It is a calculation that incorporates what the developer can earn on the project, the cost to build the project, the risk adjusted return on capital, and the cost to buy the land. If the developer can earn more than the sum of these respective costs it indicates that the project has positive residual land value and can pencil out.
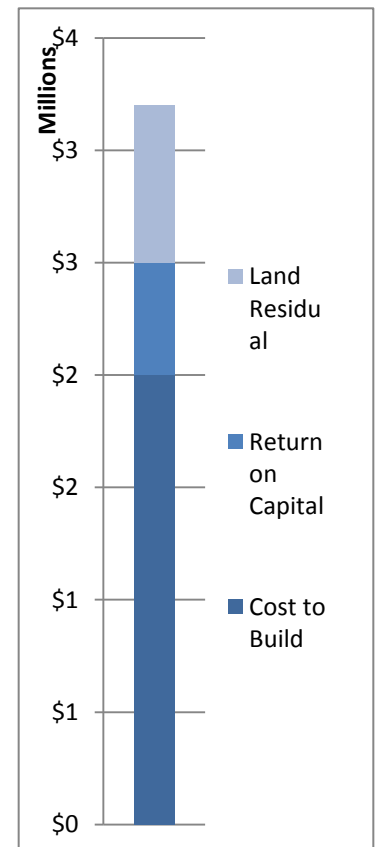
In redevelopment projects there are a number of hurdles that have to be cleared to make a project pencil out. The "***hurdle rate***" is what the project can earn versus the cost of the land plus construction and financing costs. Effective developer incentives can help close the gap by reducing or deferring some costs, or by cost-sharing. There are various ways that a city can reduce the gap and make an otherwise desirable infill project financially feasible.

An incentive is a payment or concession to stimulate greater output or investment. It is a way for cities to "close the value gap" for projects that help deliver the vision but that don't quite pencil out when all the costs of development are considered. Public funding of infrastructure is another incentive because these are costs the developer doesn't have to incur – money is money.

a.   Permit Streamlining

One developer incentive that is virtually cost-free is increased certainty in the permitting process. This is an incentive because time is money for developers – they are paying interest on construction loans before the first shovel of dirt is turned. Delays in the permitting process increase the time that they are paying interest and generating no revenue. Increased certainty can be provided by permit "streamlining" which is good business practice for any city. Cities should also strive for regulatory clarity to increase certainty and reduce time-consuming delays resulting from confusion about city standards. Reducing time and increasing certainty in the development process are meaningful incentives for the developer. Development is inherently risky, and infill development is much riskier because of the inherent financial challenges and uncertainties.

b.   Tax Exemptions and Fee Waivers

The Washington State Constitution limits what cities can do to support development of any type. Most developer financial incentives are considered to be "tax expenditures", that is, exemptions from paying certain taxes for a specified period of time.

Multifamily Tax Exemption[19] Cities of a certain size may adopt property tax exemptions for multifamily housing development in targeted residential areas. It exempts the developer from paying property taxes for up to eight years as an incentive to build multifamily housing where the city wants it. However, if the developer commits to renting or selling at least twenty percent of the multifamily housing units as affordable housing units to low and moderate-income households, the property tax exemption is extended to twelve years. The City of Tacoma established a successful tax exemption program to stimulate multifamily housing within its 17 mixed use centers.

Historic Preservation Tax Credit[20] If an area slated for infill includes historic buildings listed on the National Register of Historic Places, historic preservation tax credits may be available. Building owners may obtain a twenty percent federal income tax credit on the qualified amount of private investment for certified rehabilitation of a National Register historic building.

Fee waivers:

- ***Permit Fees:***   Cities have wide latitude to waive permit fees. However, waived fees must be made up from other sources of city revenue. The waived fees cannot be passed on to other developments.

- ***Impact Fees:***   Under the GMA, cities have the option to impose impact fees for public street and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities in jurisdictions that are not part of a fire district. A city may waive these fees, but the waiver must be limited to "public purpose" projects. This usually applies only to affordable housing projects. A waiver of the fee requires the city to find another source of revenue to make up the fees they waived. As with waiving permit fees, the city cannot simply shift the burden of these waived fees onto another development.

c. "Up-front" Environmental Review under the State Environmental Policy Act (SEPA)

One incentive that a city can offer developers is to conduct up front environmental review in conjunction with the designation of and planning for a subarea. This review predefines mitigation for development in the area and greatly reduces the risk of uncertainty for potential infill projects in already developed areas. The review would include and address any impacts to the natural or built environment that will be generated by all allowed future development.

A study completed by the Department of Commerce in July 2010, *State Environmental Policy Act Case Studies*, found that predefined mitigation in all eight case study cities resulted in greater certainty and predictability for developers, and a decrease in the number and scale of required environmental assessments and technical studies at the project level. Other key findings were that subareas experienced 60% to 107% of planned development; both developers and cities reported time and cost savings; and predefined mitigation spurred development that increased tax revenues.

As described below, up-front environmental review, or pre- defined mitigation, can take a variety of forms under SEPA:

- ***Integrated GMA Plan/SEPA Document:*** A city or county can develop a combined environmental review document for a subarea - Environmental Impact Statement (EIS), supplemental EIS (SEIS), or expanded checklist - and growth management comprehensive or subarea plan in one document. The document satisfies the requirements of both GMA and SEPA, evaluating the environmental consequences of the proposed land use plan in the subarea compared to the alternatives. The adopted document is then used as a basis for requiring identified (defined) mitigation for projects that implement the plan.

- ***Plan-Level "Non-Project" SEPA Document***: A separate document containing an environmental review and mitigation for a subarea plan – again, an EIS, SEIS, or expanded checklist - can also be developed. The adopted SEPA document can be

used as a basis for requiring identified mitigation for projects that implement the plan.

- **Planned Action:**[21]   SEPA allows jurisdictions to provide an even more streamlined environmental review process for permits than the two previous processes described by performing a more detailed environmental review to assess the impacts of a subarea being built to maximum zoned capacity. Designating planned actions and adopting a planned action ordinance requires more work up front on the part of the government. But it can yield the unique result of making development that is consistent with designated planned actions much easier because project permits are not subject to an appeal under SEPA.

- **Comprehensive Plan Optional Element/Subarea Plan:**[22]   This provision of SEPA allows the use of subarea planning for high-density urban development, similar to a planned action, but limited to cities with a population greater than 5,000 and to areas that are either:
    - Designated as mixed-use or urban centers; or
    - Within one-half mile of a major transit stop zoned with an average minimum density of 15 dwelling units per acre.
  Use of this provision is encouraged for a Transfer of Development Rights (TDR) receiving area. If the city decides not to establish a TDR program, it must state in the record its reasons for not doing so.

There are two categorical exemptions under SEPA that may be helpful for encouraging infill development:

- **Categorical infill exemption:**[23] A city or county may categorically exempt development that is new residential or mixed-use development proposed to fill in a designated urban growth area where current density and intensity of use in the area is lower than called for in the goals and policies of the applicable comprehensive plan. An environmental impact statement must have been prepared in conjunction with the comprehensive plan.

- **Minor new construction exemption – flexible thresholds**: The SEPA rules allow cities and counties to raise the exemption limit for minor new construction to better accommodate the needs in their jurisdiction. The exemptions may be raised up to the maximum specified in the SEPA Rules[24]. For example, cities and counties may choose to exempt residential developments in urban growth areas at any level between four and 30 single family and up to 60 multifamily dwelling units. The exemption for commercial buildings can range between 4,000 to 30,000 square feet. These "flexible thresholds" must be designated through ordinance or resolution by the city or county.

There are many incentives or infrastructure tools available. Choosing and applying the ones that work best in the local context can substantially help to encourage the development of infill projects.

# D.   Local Examples of Planning for Infill Development

1. Why Plan for Corridors in the Thurston Region?

Many of today's urban corridors used to be the state highways that connected cities and served interstate travel.   In the Thurston Region, several corridors were built as regional highways. Today, I-5 and U.S. 101 handle much of the regional traffic, and these corridors now function as local arterials.   Infill is key to transforming these corridors into places where driving is an option and not a necessity. The Thurston Region adopted a regional plan for sustainable development[25] that identified primary urban corridors and key districts on which to focus efforts for achieving these kinds of infill opportunities. Efforts to transform these old highways into people-oriented places are underway in Olympia's Martin Way district, in Tumwater's Capitol Boulevard and Brewery Districts, and in Lacey's Woodland District[26].   Infill and redevelopment will enable places to emerge that are more urban in character than suburban, and where transit, walking, and biking are viable travel options.
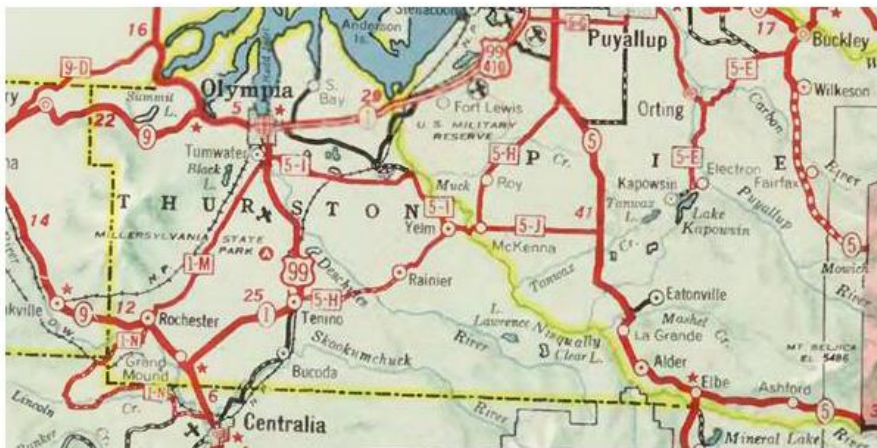
1939 WA State
Highway Map

We have to know where we've
been to understand where we
are and where we're headed.
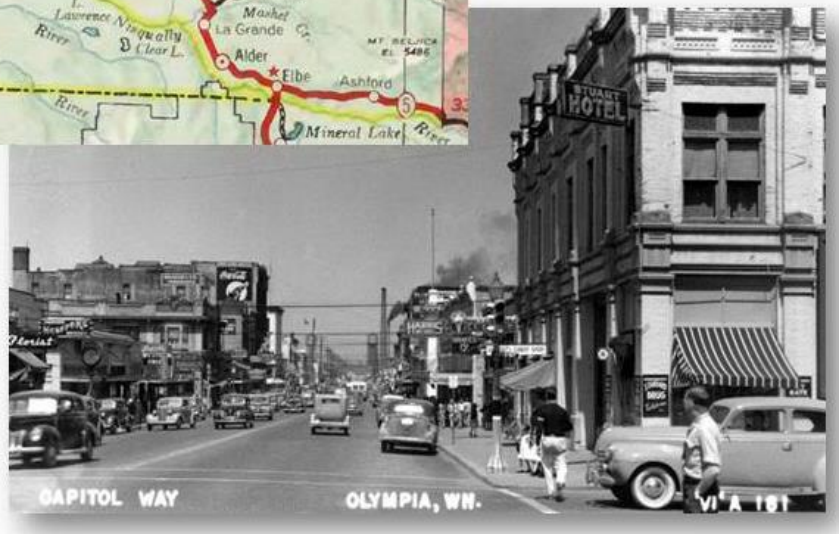
Community plans may envision one thing but the reality is often quite different.
Changing the character of these old highway corridors is hard and it takes a long time.

Why the Focus on Corridors?

Corridors form the foundation for efficient urban transit service and their influence reaches beyond the main arterial. One-quarter mile either side of the arterial usually defines a corridor. That is because one-quarter mile, or about a ten-minute walk, is the average distance most people will walk to make a utility trip. Most people will walk five or six blocks to get some groceries, meet a friend for coffee, get a massage or take a yoga class.

When planning walkable urban places it is important to think about the destinations people can easily reach on foot. That area is best described by the one-quarter mile swath on either side of the arterial which connects people, places, and opportunities. Strategic thinking about corridors means thinking about the form and function of the built environment, and the ways it supports local businesses and entrepreneurship opportunities.

¼ mile = distance most people will walk to make a utility trip

From the regional standpoint corridors offer some of the best opportunities for neighborhood-serving retail and small-scale enterprises like coffee shops to take root. That is because much of the real estate is lower cost than real estate close to freeway interchanges, and retrofitting older buildings is usually cheaper than new construction. It's a natural place for residences and neighborhood-scale businesses to co-exist, reducing demand for vehicle travel and strengthening the local economy at the same time.

In the urban fabric there's a symbiotic relationship between the neighborhoods and the businesses that serve them. The cities in Thurston County are not very old, and so they don't have a lot of examples of this relationship. For communities intent on supporting small, start-up mom-and-pop businesses and creating local business incubators, infill can repurpose and incrementally transform these corridors into more people-oriented places. Infill along corridors creates destinations, places where small businesses can thrive and opportunities for lifestyles that require less driving.

Very little infill occurred on the region's corridors over the last few decades. When the Thurston Region looks at forecasts, it finds pent up demand for more urban residential opportunities. Infill is likely the predominant means that will meet that demand. So if there is so much demand for urban housing and infill opportunities, why isn't it happening?

2. City of Olympia – Martin Way Corridor

Olympia's vision for its urban corridors is vibrant, mixed use areas with higher density housing close to jobs, services and shopping. This vision would be supported by an efficient transportation system with transit that provides an inviting alternative to driving. Trips would be short and easy to make on foot or by bike. Buildings would front on wide sidewalks with street amenities such as benches, trees, and landscaping. This vision, built on the regional transportation plan adopted in 1993, has been in the City's Comprehensive Plan since 1994.

So, why hasn't Olympia seen redevelopment and infill happen along Martin Way? The HUD Community Challenge Grant gave the City an opportunity to explore the reasons for very little redevelopment along this corridor compared to the development that has been experienced along other corridors in the City. The area is close to downtown, with transit service every 15 minutes. Was it lack of infrastructure, or market conditions?
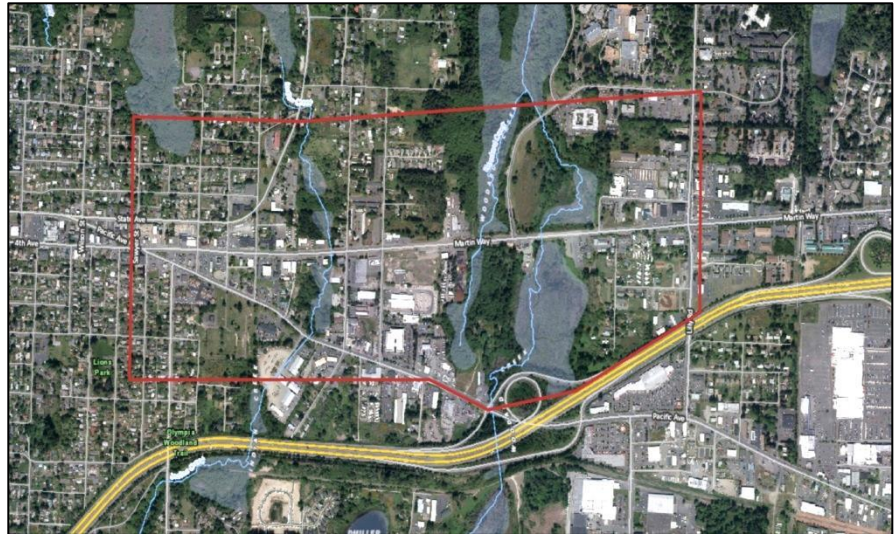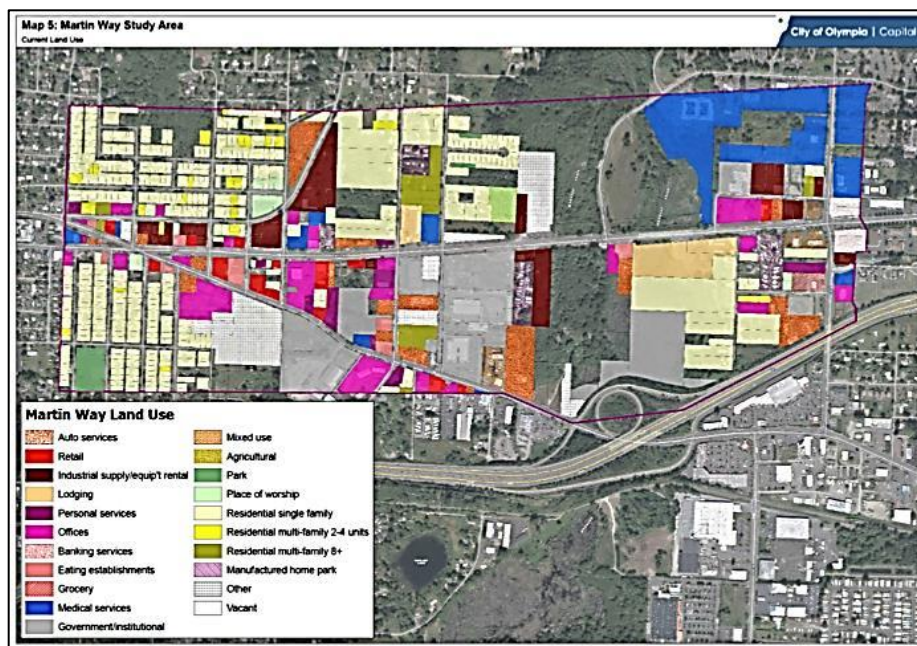

The project goals were:

- A better understanding of existing conditions – demographics, housing, infrastructure, transportation and developable land.

- A better understanding of market conditions using high level market analysis and a pro forma.

- Understanding the infrastructure needs, costs and possible funding strategies that would support the City's economic development goals.

- Engaging the public and generating interest in the area.

Unlike the other two cities discussed below, the goal was not to develop a district subarea plan, but to understand the area better at a higher level and to engage the public.

Existing Conditions

Uses and building styles in the Martin Way corridor vary greatly depending upon when they were constructed. Commercial uses include old buildings dating back to when Martin Way was a highway. There are some new buildings with local favorites, such as a diner, and then some businesses that have struggled. Health care is a major property owner and employer, as well as Intercity Transit, the local transit agency.   There is a range of housing stock, from older single family housing, with an average age of 60 years, to trailer parks and transitional housing.

The wetlands in the center of the area offer habitat, open space, recreation, and water quality function. The presence of these environmentally sensitive areas limits development, but preserves these amenities. In the long term, the City Parks Department has a plan for trails north of Martin Way.

Map 5: Martin Way Study Area
Current Land Use
City of Olympia | Capital c

Martin Way Land Use

Auto services	Mixed use
Retail	Agricultural
Industrial supply/equip't rental	Park
Lodging	Place of worship
Personal services	Residential single family
Offices	Residential multi-family 2-4 units
Banking services	Residential multi-family 8+
Eating establishments	Manufactured home park
Grocery	Other
Medical services	Vacant
Government/institutional	

Total traffic volume on Martin Way is 16,000 trips per day, including bus service on 15-minute headways.   There is variable infrastructure for pedestrians and bicycles, and sidewalks are not continuous throughout the corridor. The road shoulders are in poor condition in many locations.

Public Outreach

Public outreach was a critical piece of the project. The City reached out to the business community with focused interviews by a consultant, and a survey with assistance from the Thurston Economic Development Council. The Housing Authority of Thurston County helped the City reach out to residents, and the city conducted a well-attended workshop with the public.

Study Findings

The findings of the study are that infrastructure is not as big an issue as was expected, but market conditions are a significant issue. The lack of development is due to two market challenges. First, values and rents for most uses are relatively low, making it difficult for new development to substantially increase income potential through redevelopment. And

second, there is a competing supply of easily developable land (i.e., large and vacant lots) with good transportation access elsewhere within the region.

While not the biggest issue, there are gaps in infrastructure with costs that impact the feasibility of development. This will require a shift in thinking to view development as a longer term goal in the area. Given the finding that lack of infrastructure is not the primary reason for the lack of development, and that the market is not "ripe", the City learned that the district is not ready for a district plan. Rather than looking at the whole corridor, the City can focus on areas where investment will pay off in the west end of the district. The focus should shift to key commercial nodes with incremental improvements that support businesses, such as retrofits to improve pedestrian safety.

The study concluded that, given the limited near-term development potential in the Martin Way study area and other infrastructure priorities in the City, it is likely not the right time to make large scale infrastructure improvements to the corridor. Instead, the study recommends advancing smaller projects to address current safety issues and developing partnerships in the area to support transformation of the Martin Way corridor over the near term.

Next Steps
The public workshop focused on the west end to fine tune more meaningful strategies and propose some near term investments that might be less costly. The City is looking at incremental improvements toward the long term vision. The City is also considering revisiting the one size fits all approach to corridors in the comprehensive plan, and looking at taking a more refined approach to the districts. For more information, go to the Martin Way Study.

3. City of Tumwater – Capitol Boulevard Corridor

Many communities have corridors like Capitol Boulevard where the main highway used to pass through the town. They are a significant opportunity for infill development. The Capitol Boulevard project focused on a one-mile corridor in the middle of Tumwater that has traffic problems, a marginal business climate, a haphazard development pattern, and is aesthetically challenged.

Existing Conditions

Capitol Boulevard through Tumwater was a segment of Highway 99 through Washington and along the Pacific coast. With the development of Interstate Highway 5 in the mid 1950's, the Boulevard no longer served as a regional transportation facility. However, it continued to be used as a major arterial in this area of the Thurston County, and has significant volumes of vehicular traffic today. Much of the development along the corridor is auto-oriented by business type and physical form, including quick serve restaurants, motels, and auto services.

Capitol Boulevard was originally designed and constructed within extremely limited rights-of-way. The original design was for a moderately high speed, low volume thoroughfare; there was no apparent need to consider access, circulation, and multi-modal transportation. Sidewalks were eventually built along Capitol Boulevard but lack sufficient width or buffering, from the now much heavier traffic volumes, to offer a pedestrian-friendly environment. Transit stops, crosswalks and some median crossing treatments have been added to the corridor to improve pedestrian mobility, but they are often located in awkward locations and lack some visibility measures for optimum operation.
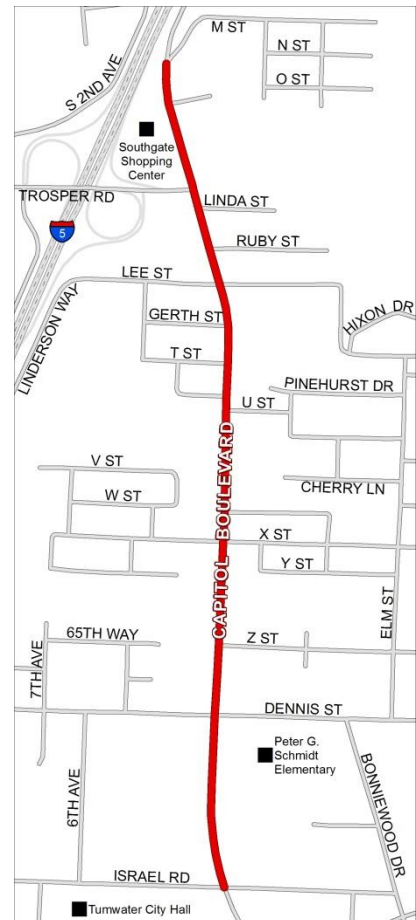
The property owner of a catalytic site, the Washington State Department of Transportation (WSDOT), is looking to move to a location in another city. The 11.6 acre WSDOT site just south of East Lee Street represents the single most important redevelopment opportunity in the corridor. While the legislature has not currently appropriated any funds for the move, it is likely that in future budgets there will be an allocation for such a move and that

will open up this site for redevelopment. That possibility makes it logical to plan for substantial mixed use redevelopment on this site and to zone it for such an eventuality.

Public Outreach

The public process involving every portion of the community was critical to the success of the project. For the plan to be supported by the community it needed to reflect the wants, needs, concerns, issues, goals and ideas of the community. To get all of this input into the plan, a number of methodologies were used during the three-year public engagement process. Two hundred on-site interviews with property owners and businesses were one of the most effective methods to reach stakeholders. For example, some property and business owners had decades-old grudges for such minor things as having not been allowed to have a gravel parking lot. New parking lots are required to be paved in the City. An onsite meeting with the City administrator and staff helped immensely and got people like this "on board". One on one interviews were also helpful in dispelling myths and other misconceptions regarding the plan, roundabouts, zoning, and numerous other issues. The City used modern communication through e-mail and a Web site, as well as letters, public meetings and targeted audience meetings. The number of public meetings gave people multiple opportunities for involvement. The team's expertise was used to analyze the public's input and determine the actions necessary to accomplish the goals of the project. A key to keeping the plan moving was to act quickly while the public was still engaged and thinking about it.

2011-13 Outreach Summary:

- *30,682 letters sent*
- *18,532 e-mail notifications*
- *4,402 surveys*
- *270 business contacts/interviews*
- *45 public meetings/open houses/presentations*
- *7 newspaper articles*
- *Other (website, stakeholder group, etc.)*

The outcome of the public input was three goals for the plan:
- To improve the business climate and conditions;
- Improve safety and expand transportation options for all users of the corridor including pedestrians, bikes, and vehicles; and
- To improve the aesthetic appeal of the corridor as a whole.

Key Lessons from the Plan

Economic Development: The market analysis was critical to make sure what was proposed would pencil for the developer. The redevelopment strategy for economic development identified the most powerful tool available to the City to be adoption of the Multifamily Tax Exemption. The City will also be addressing thresholds for frontage improvements, a reduction and/or delay of impact fees and connection charges, and special planning for mitigation of roadway construction impacts.

Visual Appeal: The corridor plan recommends that visual appeal issues be addressed by the public and private sector through zoning, design guidelines, streetscape improvements, undergrounding of utilities, and taking personal responsibility for aspects such as removal of graffiti and trash.

Transportation: Transportation issues are addressed by emphasizing alternatives to driving, such as partnering with Intercity Transit, planning improvements to bike lanes, medians, roundabouts, pedestrian crossings, and other streetscape elements. The plan also recommends more efficient use of the corridor and better road connections.

Implementation Actions and Next Steps

The City has adopted the corridor plan, zoning, design guidelines, and a value engineering study of transportation improvement. It is still working on:

- Design/engineering for Capitol Boulevard
- Multi-family tax exemption program
- Work with catalyst site owners (WSDOT)
- Impact fee reduction or delay
- Access modifications for a busy coffee shop
- Bicycle network

The biggest challenge for the City is the funding to make the transportation improvements. For more information, go to the [Capitol Boulevard Corridor Plan](#) page on the City of Tumwater website.

4. City of Tumwater – Brewery District

The Brewery District Plan is one of the oldest commercial districts in Tumwater. The district is unique because it provides services to both Tumwater and Olympia residents, and because it was anchored for years by the Olympia brewery. The brewery produced beer for over 100 years before it closed in 2003. The City hopes this plan will help with redevelopment of the brewery.

Existing Conditions
The site of the brewery comprises a significant portion of the district. A lot of the roads within the district are very old, with wide lanes and narrow sidewalks. The area is very congested during the morning and evening commutes from east Lacey. Custer Way is a constrained corridor without the ability to widen the road. The City is looking for an alternative route eastward to avoid the Custer Way corridor.

Project Purpose
The project purpose was to:
- Improve the transportation system by upgrading roads and reducing congestion
- Encourage investment in new businesses
- Enhance shopping and services for area residents
- Allow existing and new businesses to prosper
- Create opportunities with the brewery redevelopment

The City spent considerable time a few years ago in a community visioning process to determine the best use of the brewery buildings. The process focuses land use efforts on the two commercial areas in red. The transportation effort focuses on the whole area and how it can work better for vehicles as well as pedestrians and bicyclists.
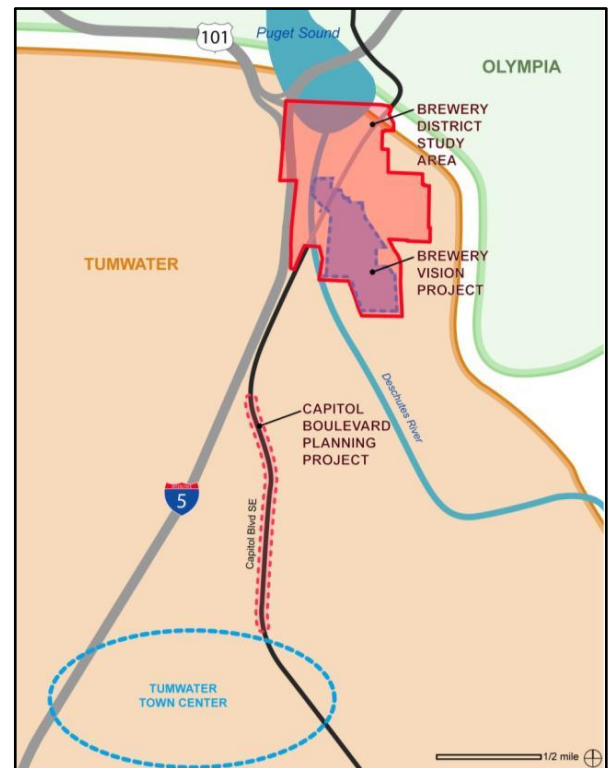
Public Outreach and the Preferred Alternative for the Brewery District Plan

As with the Capitol Boulevard Corridor, community engagement was an important part of the project for two reasons. The City wanted to connect with Olympia residents that are significant users of the area, in addition to its own citizens and business owners. The City received many phone calls from Olympia citizens asking that they be included in the process. Consequently, the City of Tumwater convened meetings at a venue close to Olympia residents, and convened a focus group that included Olympia residents and an Olympia city councilmember to work with the consultant. Community open houses were well attended.

As with the Capitol Boulevard Corridor Plan, individual business owner meetings were held. These meetings were especially important to small businesses that are just trying to survive, and didn't always have the time to attend multiple meetings. The City was able to hear their concerns and receive good feedback on what they could do in the plan to improve the area. The City also used email, the web site, mailings, and a public hearing at the end of the process.

The north commercial focus area has a number of challenges. It is very auto-oriented with wide rights-of-way, lacks pedestrian amenities, and is dominated by surface parking lots. It is easy to get to the district, but is difficult to move around in it because of its configuration. A goal of the district plan is to foster walkable and attractive design. Much of the feedback was to increase the area's attractiveness and walkability, including access to Tumwater Falls. To improve the transportation system, the City looked at an E Street connection between Capitol Boulevard and Cleveland Avenue as an alternative to Custer Way for commuters.

The public process resulted in a preferred alternative for land use and transportation. It proposes to extend E Street to Cleveland Avenue because, over time, it is expected to reroute 25,000 cars per day from Custer Way. This will maintain current traffic levels on Custer Way over the 20-year planning period, which is good for business. But it will prevent increased congestion on Custer Way and allow "road diets". Road diets allow for repurposing roads with fewer lanes, creating more room for bike lanes, wider sidewalks, planter strips, and on-street parking.

Preferred Alternative

The preferred alternative will create a better environment for walking and encourage those uses that benefit from this type of transportation system.

The north commercial section will be rezoned for mixed-use. The base of the north section will be zoned for pedestrian mixed-use with a gradation of decreased height from five to three stories towards neighboring residential areas. The south commercial section would be zoned with more intense five story buildings.

Next Steps

The top actions in the plan for moving forward:

- Easiest – improving the traffic circulation for Erie and Bates Streets with restriping and improving the aesthetics with hanging baskets, cleaning, landmarks, etc.
- Lowest cost – adopting zoning and design standards, and conduct a WA Main Street Workshop with businesses
- Bigger and more complicated –
  - Conducting an E Street Corridor Study – pre-engineering design (2014-2015)
  - Designing Custer Way
  - Redeveloping the brewery
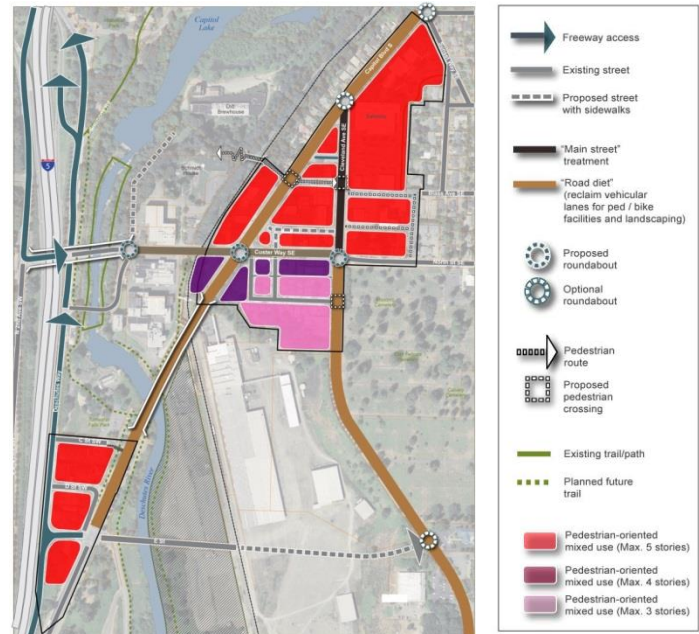
Bates Neighborhood – Building Character and Height

The biggest challenges are securing implementation funding, and keeping the community engaged. For more information, go to the Brewery District Plan.

5. City of Lacey – Woodland District

The City of Lacey developed a strategic subarea plan for the Woodland District over a year-long planning process. The strategic plan is unique in that it is more targeted and achievable in 10 rather than 20 years, which is typical for standard subarea plans.

History and Existing Conditions

The Woodland District is a link along the Martin Way corridor, and is the area of Lacey most closely resembling a downtown. It has been a vital commercial and employment hub within Thurston County for 30 to 40 years, with the South Sound Center, Lacey Market Square, Lacey Transit Center, state offices, and City Hall.
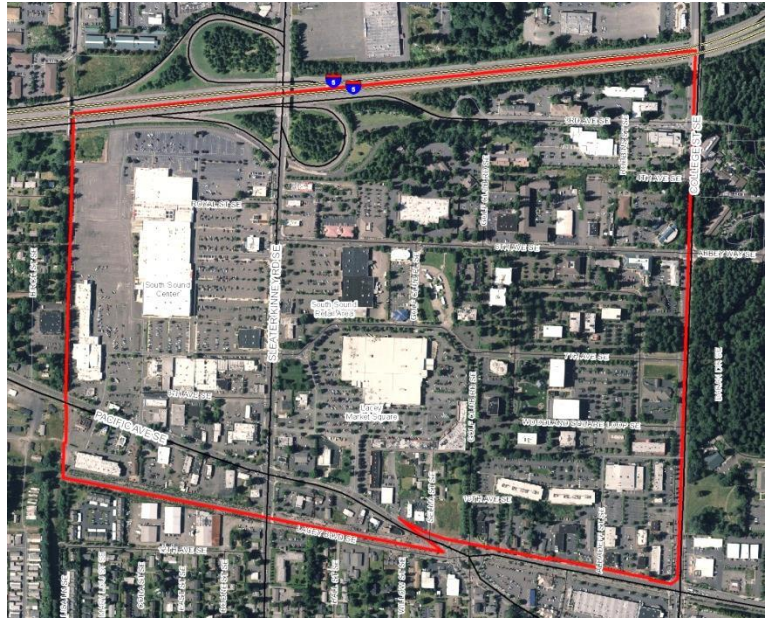
The district has many opportunities with good infrastructure, including sidewalks and the transit center. South Puget Sound Community College will be locating a campus across the street from the transit center in the next year. It is bounded by and has good access to I-5, with a number of urban trails, a grocery store, and several city parks.

The Woodland District did not always have amenities like transit, sidewalks and trails. The City has come a long ways in the last 40 years.

The City started planning for the area in the early 1990's. It culminated in a Downtown 2000 plan that established four key goals.

A. Encourage density and a diverse mix of uses in the center.
B. Create a core area that is strongly pedestrian-oriented and transit friendly.
C. Create a strong identity for the core area.
D. Create places that provide for the needs of a diverse population of different ages.

This was the original subarea plan for the Woodland District that was re-validated in 2011.

The strategic plan takes these goals to the next level. The timing of the grant to develop this plan was perfect because the City was left with 240,000 square feet of vacant office space after the economic downturn. A lot of this space, owned by the state, was purchased by a development company.

Public Outreach

The community outreach process the City conducted included a steering committee of business owners, property owners, a commercial property broker, Saint Martin's University, South Puget Sound Community College, residents, Thurston Economic Development Council (EDC), and Intercity Transit.

The City met with business owners and large property owners, and conducted a business survey with the Thurston EDC. It conducted a walkability audit, held community events and open houses, and conducted a visual preference survey. As with the other cities, Lacey had a project web site and Facebook page. The outreach focus was on business and commercial property owners because there are very few residents in the district.

The Woodland District Plan

The plan includes an urban design concept that breaks the Woodland District into smaller subareas.

It looks at transitioning some of these areas to distinct districts with future place types. This provides finer grain detail.

The (blue) Urban Neighborhood District on the east side consists mostly of state office complexes. The District is a mixed-use employment district supported by retail and services. It is a walking neighborhood with small retail and the Transit Center. The public identified it as the cultural center of Lacey centered at Huntamer Park with a year-round pavilion building (potentially in the future), YMCA, water feature and cultural uses. It has a medical and human services cluster at the north end.

An important element of the plan is the transportation element that identifies future street types. It breaks down a suburban grid into a smaller, more legible urban grid system. The keystone of the plan is the Golf Course Road extension that will be a main street of the district. The main street is broken down further in the plan with features such as angled parking, slow traffic, wide sidewalks, landscaping and places for people to sit.
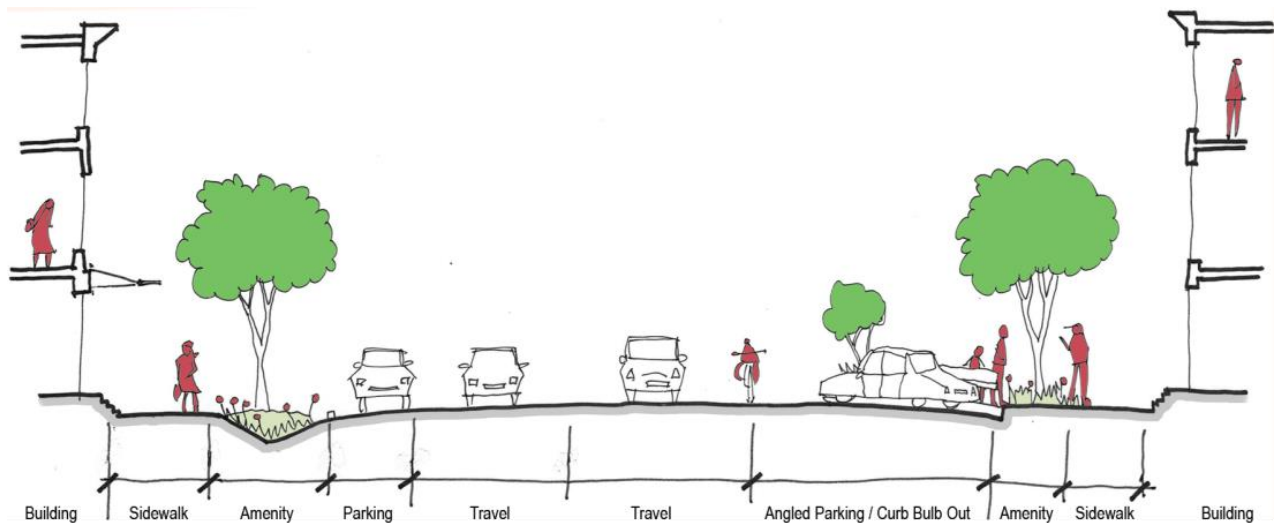
This all culminated in the Illustrative Site Plan. This is not how development will exactly happen in the Woodland District, but it is one idea to communicate with developers and the community. But it is based on the market, making the plan more feasible.

Implementing the Plan

The plan provides a framework and incentives to catalyze development.   Strategies lay out– four categories with 25 actions to implement the plan. Each will result in multiple benefits over the 10 year implementation period. At a very high level, it looks like this:

Action Plan
1. Set the Stage
    - Form-Based Code
    - College Street Transportation Study

2. Improve Investment Climate
    - Multi-Family Tax Exemption
    - Golf Club Road Connection

3. Strategic Partnerships
    - South Puget Sound Community College
    - South Puget Sound Community College/Economic Development Council Business and Entrepreneurial Center

4. Recruitment, Advocacy and Stewardship

The biggest challenges are securing funds for implementation. The Council has set aside funds for the Form Based Code and Multi-family Tax Exemption. However, to achieve the full plan additional sources of funds will be needed. The second challenge is the time needed for redevelopment and implementation. The City cannot do this by itself. It will require partnerships with the development community, time and effort.

For more information, go to the Woodland District Strategic Plan.

E. Examples of Infill Development Projects in the Woodland District

MJR Development is a Kirkland-based company. Mark Lahaie, a lifelong resident of Thurston County, participated in the development of the Woodland District Plan on behalf of MJR. Mr. Lahaie is the project manager for a number of infill redevelopment projects currently under way in the Woodland District.

1. The Woodland District Plan and a Developer's Vision

Woodland District attributes that attracted MJR include its park like setting, good access to Interstate 5, and a great existing campus. The walkable campus that MJR acquired about two years ago includes a mix of uses, with integrated plazas and courtyards, restaurants, Class A office buildings, parking, and fantastic access to transit. While some of the buildings are old, MJR was able to acquire them at a good price.
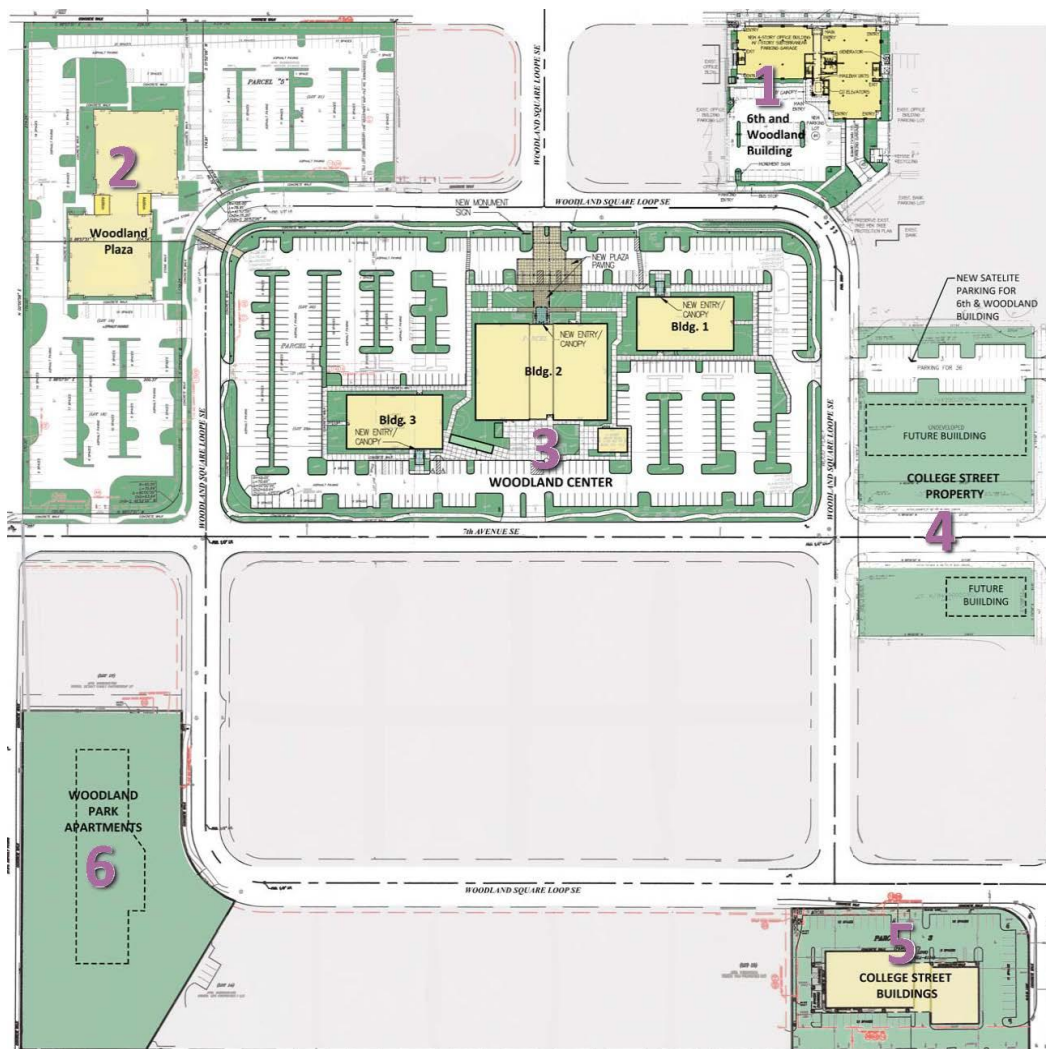
MJR's Woodland Center

MJR appreciates the updated Woodland District Plan because it provides a lot of flexibility and opportunity for incremental change. Developers are provided with a number of options for redevelopment. The City considered redevelopment options that were supported by market realities, and considered form-based codes that allow for a flexible range of uses as long as the buildings meet architectural standards required by the code. There is a policy in the plan (Policy B-1.2 on page 40) that states "Achieve some consistency in character and quality that identifies the district as a unique place, while still allowing design flexibility." (See the Illustrative Site Plan)

MJR's plans for its properties in the Woodland District seek to add to the place-based context of the "Urban Neighborhood District". MJR's plans directly support goals in the plan for the area around Woodland Square Loop to create a complete vibrant, livable district with a mix of residences, employment, and retail, centered on Huntamer Park as a destination cultural heart. MJR's plans support a policy in the Woodland District Plan that identifies opportunities for the reuse of vacant buildings, and will help meet the goal of creating a cohesive architectural character within the district.

2. Infill Development Projects in the Woodland District

MJR bought seven buildings (approximately 300,000 square feet) on 14 acres and seven parcels in the last two years. Each building has unique attributes and challenges for redevelopment.

Sixth and Woodland Building
The Sixth and Woodland Building is an urban style development on small lot with 43 on-site parking stalls plus another 40 off-site. It is a high quality building even with limited parking. MJR has acquired more parking. It was at 40% occupancy when the company acquired the building, and is now at 80% occupancy.

Site Plan
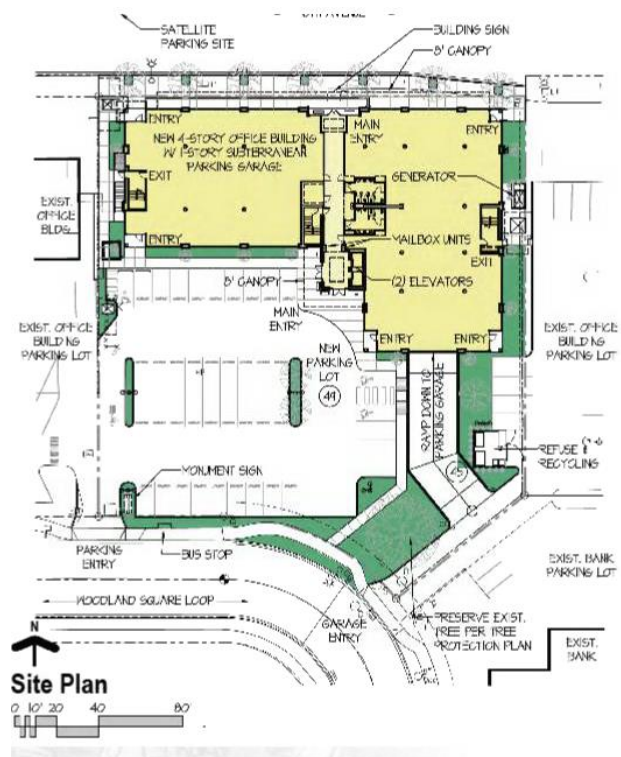
Woodland Plaza

The Woodland Plaza consists of two of the oldest buildings in the district, sited on close to three acres (72,000 square feet). These have good bones, but all the systems are old. There is a small atrium feature between the buildings, but it leaks, and it is difficult to heat. MJR will gut and replace all of the systems, replace the atrium and create a bigger floor plan adding 9,000 square feet to the building. It will be a good facility for government or a medical clinic.

Before

- Replace Atrium with New Expanded Lobby Area, Curtain Wall Glass and Canopy
- New Exterior Look

After

Woodland Center

With the Woodland Center, MJR will focus on creating a sense of place. The entrances and landscaping need to be updated, in fact, it is hard to see where the entrances are currently located. MJR will do some hardscaping and entrance elements. MJR also wants to create an outdoor café/gathering place.

Some of the Woodland Center office area has already been demolished for a general common area with the possibility of meeting rooms, a coffee cart, and a food van. The landscape architects are working on an outdoor café idea. A restaurateur has approached them for

Partial North Elevation - Building 1   New Entrance and glass canopy   Building 2   New Entrance and glass canopy   Building 2 (Partial)
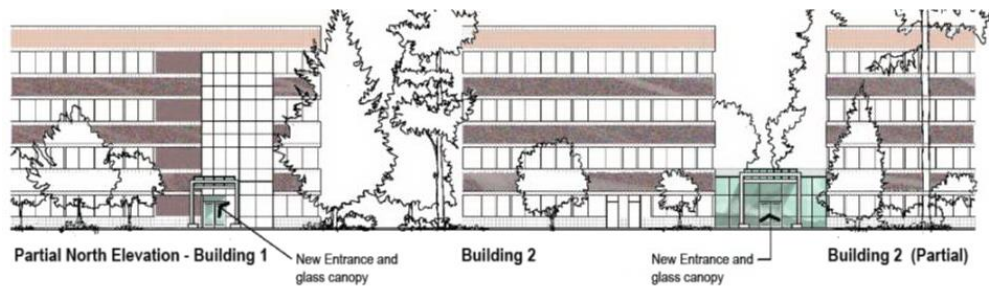
**Woodland Center - New Entrance Concepts**

- New Lobby Entrances w/ Canopies
- New Parking Lot Entrance w/ Monument Sign
- New Updated Landscaping
- New Outdoor Lounge Area & Sport Court
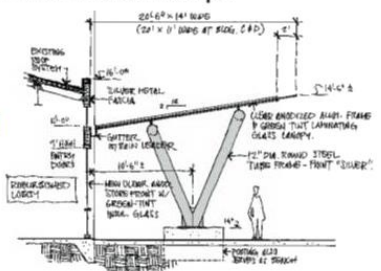
New Canopy Section at Building 2 (Similar at 1 and 3)

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help with designing a café, potentially managed as a conference center. They are contemplating installation of roll up doors for when the weather is nice.
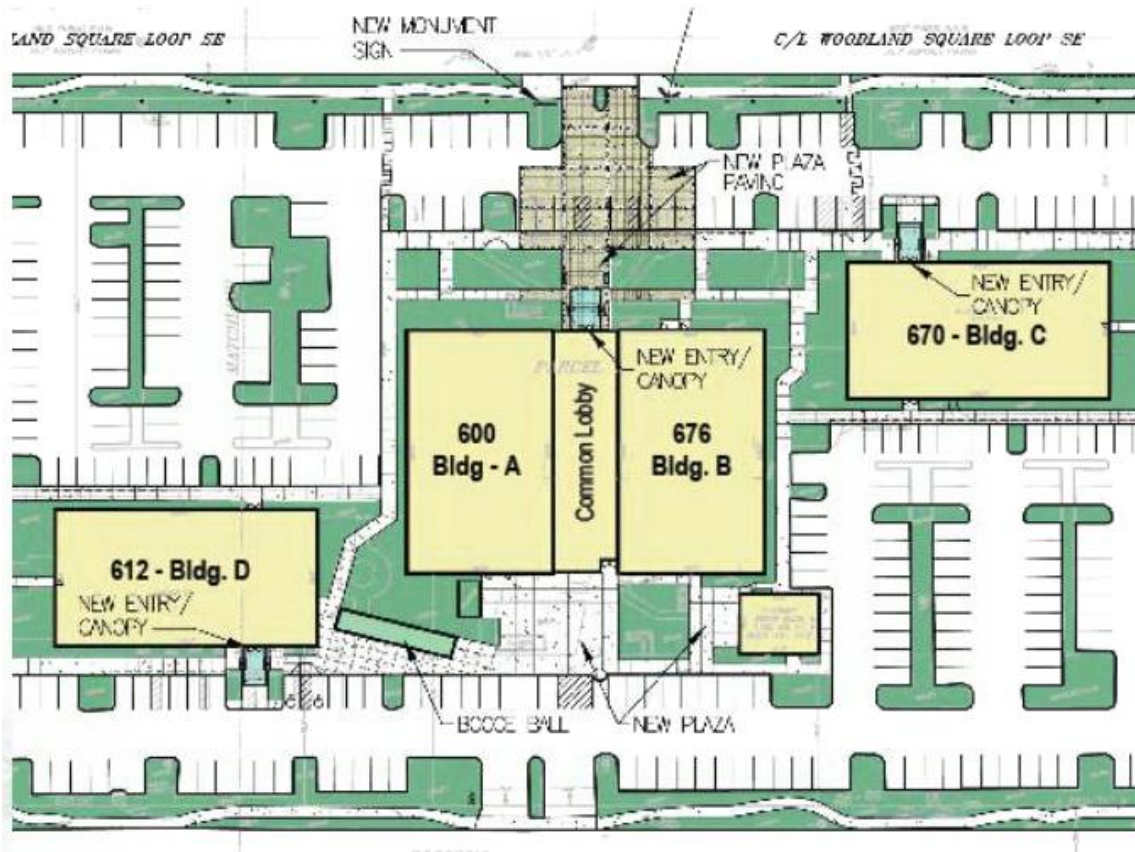

Woodland Center Quad Buildings

Prudential Property

The Prudential Property is a 33,000 square-foot three-story building that is water damaged and underutilized. MJR has done an initial study to replace the building with apartments. The study considers a four-story apartment building with reduced parking. After 5:00 p.m. there are 1200 empty stalls in the District. If the project moves forward, MJR will approach the City with a plan for a higher building, with more density and less parking.

Vacant Land

There are two vacant parcels fronting on College Street totaling 1.3 acres. This high-traffic location is challenging to develop because any building will be small, reducing potential economies of scale. Any development will be tenant driven to ensure optimal investment in a building. This site is most likely to develop as a professional building or a medical clinic with restaurants or fast food.
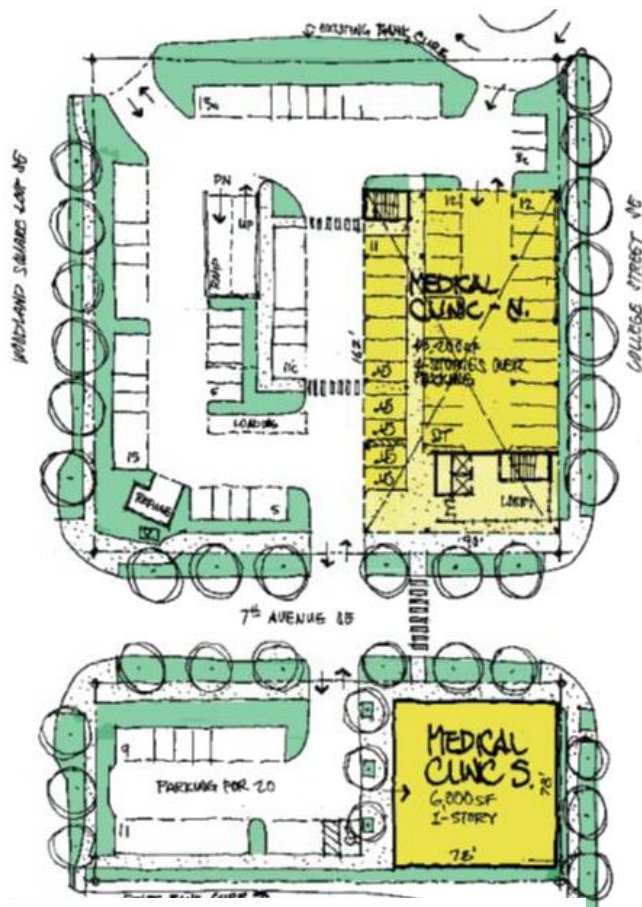
Preliminary Study: College Street Property

Harborstone Credit Union

Harborstone Credit Union is a 26,000 square-foot, two-story, wood frame building. MJR intends to paint the building and due to its great visibility on College Street, and should be able to easily rent out the building.

F.   Other Resources for Infill Development

Infill Development
Municipal Research Services Center (MRSC) - Infill Development: Completing the Community Fabric

Form-Based Codes and Hybrids
Form Based Code Institute
Thurston Regional Planning Council Urban Corridors Task Force – Form-based Code
MRSC - Traditional Neighborhood Development and Form-Based Codes
MRSC – A Hybrid Approach to Form-Based Codes in the Northwest
Clark County Highway 99 Corridor Hybrid Form Based Code
Shoreline Town Center Subarea Plan and Development Code (hybrid)

Local Examples of Infill Planning and Development
City of Olympia's Martin Way Study
City of Tumwater's the Capitol Boulevard Corridor Plan and Capitol Boulevard Design Guidelines
City of Tumwater's Brewery District Plan
City of Lacey's Woodland District Strategic Plan

Visualization Tools for Engaging the Public
- Aerial perspectives that give context and show place for urban infill. Google Earth provides 3D aerials at http://www.google.com/earth that can be used to inform citizens about their community.
- 3-D modeling provides examples of what proposed infill development would look like, including design guidelines. Two web sites (www.sketchup.com; www.Sketchupartists.org) allow you to download programs and create models, includes building shadows during certain times of day
- Visual preference surveys engage citizens at a public meeting http://www.planningtoolexchange.org/tool/visual-preference-surveys
- Walkabouts around the neighborhood with citizens allow them to look at and discuss what is there. Planners can talk to people they encounter and ask them what they think about what is being considered. http://www.walklive.org
- Design charrettes are another tool to engage the public and help them develop a vision http://www.charretteinstitute.org

Reasonable Measures for Accommodating Population
Buildable Lands Program
City of Everett's *Potential Residential Infill Measures Report*

Brownfield Redevelopment
Brownfield Revolving Loan Fund

Chapter Endnotes

[1] Special thanks to the speakers for the Short Course on Planning for Infill Development in Small Cities: Thera Black, Senior Planner, Thurston Regional Planning Council; Joe Tovar, FAICP, Founder and Principal at Tovar Planning; Morgan Shook, Project Director, ECONorthwest; Cari Hornbein, Senior Planner, AICP, City of Olympia; David Ginther, Senior Planner, City of Tumwater; Tim Smith, Planning Manager, City of Tumwater; Ryan Andrews, Associate Planner, City of Lacey; and Mark Lahaie, MJR Development.

[2] www.commerce.wa.gov/Services/localgovernment/GrowthManagement/Short-Course-on-Local-Planning/Pages/default.aspx.

[3] Chapter 36.70A RCW

[4] RCW 36.70A.110(2)

[5] RCW 36.70A.010(1)

[6] RCW 36.70A.070(3)

[7] RCW 36.70A.010(2) and (8), and RCW 36.70A.070(5)

[8] RCW 36.70A.070(2)

[9] RCW 36.70A.070(4)

[10] RCW 36.70A.090

[11] RCW 36.70A.215

[12] RCW 36.70A.080

[13] Anderson v. Issaquah, 851 P.2d 744 – Washington Court of Appeals

[14] Village of Euclid, Ohio vs. Ambler Realty Corp., 272 U.S. 365 (1926)

[15] Washington State Department of Ecology Municipal Stormwater NPDES Permit Program, Report to the Legislature, January 2004, page 31.

[16] City of Redmond Watershed Management Plan

[17] Traditional tax increment financing has been struck down by the voters and the courts on the grounds they have diverted tax revenue intended to support the common schools.

[18] The Landscape Conservation and Local Infrastructure Program is established in legislation passed by the legislature and signed into law by the governor in 2011 to provide a financing tool for certain cities in King, Pierce, and Snohomish Counties to invest in infrastructure in designated TDR receiving areas. Eligible cities are cities with a population and employment of 22,500 or more in the three counties. Consistent with the regional TDR program in Chapter 43.362 RCW, transfers must be from county sending areas to incorporated city receiving areas.

[19] Chapter 84.14 RCW

[20] Washington State Department of Archaeology and Historic Preservation, Federal Historic Tax Credit

[21] RCW 43.21C.440

[22] RCW 43.21C.420

[23] RCW 43.21C.229

[24] WAC 197-11-800(1)(c)

[25] The Thurston Region is defined as Thurston County and the cities within it. Using a Sustainable Communities grant from the U.S. Housing and Urban Development Department (HUD), the Thurston Region developed and adopted *Creating Places – Preserving Spaces: A Sustainable Development Plan for the Thurston Region*.

[26] The Thurston Regional Planning Council and the three cities are using a Community Challenge grant from HUD for these efforts to plan for urban development.